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IMPROVING HIGHWAY SAFETY IN ONTARIO:

TOWARD A COMPREHENSIVE APPROACH

Interim Report

from the

Select Committee on Highway Safety

November 1976



TO: The Honourable Russell D. Rowe,  
Speaker of the Legislative Assembly of the Province of Ontario:

Sir:

We, the undersigned members of the Committee appointed by the Legislative Assembly of the Province of Ontario on May 25th, 1976, to study the overall question of highway safety in all its phases, including the problems associated with drinking and driving, the methods of accident prevention now in general use, driver education in the school system and public education, and to examine and consider any proposals designed to reduce the number of highway accidents submitted to the Committee and to report on methods to achieve greater safety on the highway; to report to the Legislature on its recommendations, have the honour to submit the attached Interim Report.

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Yorkview  
Chairman

*Ted Bounsall*

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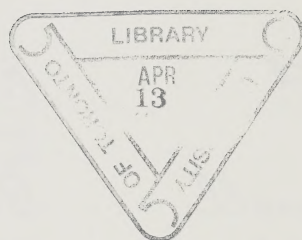
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The Select Committee on Highway Safety

The Legislative Assembly of Ontario

Third Session: Thirtieth Parliament

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IMPROVING HIGHWAY SAFETY IN ONTARIO:  
TOWARD A COMPREHENSIVE APPROACH

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## CHAPTER I

### INTRODUCTION

Under the Chairmanship of Mr. Fred Young (Yorkview), the Select Committee on Highway Safety has held 40 meetings in Ontario during the five months since its inception. The Committee was established by the Legislative Assembly of the Province of Ontario "to study the overall question of highway safety in all its phases . . . to examine and consider any proposals designed to reduce the number of highway accidents . . . and to report on methods to achieve greater safety on the highway". Exhibit 1 lists the Committee's complete terms of reference.

The Committee was established because highway safety is a major concern in Ontario. In absolute numbers, motor vehicle accidents are the fourth leading killer in the Province (Exhibit 2). Because motor vehicle accidents are a leading cause of death for younger people - 46% of those killed in 1975 were under 25 - it ranks second in potential years of life lost to society (Exhibit 3). Of all the health hazards that we hear so much about, only heart disease ranks higher.

But the number of people killed is only part of the highway safety problem. Nearly 100,000 people were injured in motor vehicle accidents in 1975. Often these are very serious injuries that result in great pain and suffering, heavy treatment and rehabilitation costs, loss of productivity, long-term disability and family disruptions. As well, there is the cost borne by society of property damage - to the vehicle and the physical environment of the roadside.

The Ministry of Transportation and Communications presented the Committee its estimate of the cost to society of motor vehicle accidents in Ontario. Using somewhat arbitrary and admittedly conservative figures of \$50,000 for each life lost, \$1,500 for each injury, and \$1,053 for property damage, the total cost of motor vehicle accidents was estimated to be about \$460,000,000 in 1975 (Exhibit 4).

The purpose of this Committee is to reduce the tragic and costly burden caused by motor vehicle accidents in this Province. To achieve its purpose the work was divided into two phases, each of about five months duration. In the first phase, now completed, a general over-



view of highway safety was gained through hearings with the public and special interest groups and visits to other jurisdictions. The second phase will focus on specific areas for improvement.

Because highway safety is such a public concern, first priority was given to seeking the views of the public. Twenty advertised public meetings were held in fifteen different centres around the Province, as shown in Exhibit 5. As well, the Committee advertised for, and received, submissions from individuals containing over 300 recommendations.

In addition to hearing from the general public, the Committee sought out the views of the police and various professional and private interest groups. The police appeared before the Committee on fourteen separate occasions to describe local conditions, explain enforcement practices and offer many constructive suggestions drawn from their daily experience with highway safety problems. The forty professional and private interest groups that appeared are listed in Exhibit 6. They range from industry associations such as the Ontario Trucking Association, Motor Vehicle Manufacturers' Association, the Driving School Association, the Motorcycle and Moped Industry Council and the Insurance Bureau of Canada, to professional researchers and experts from organizations such as McMaster University, University of Western Ontario, the Traffic Injury Research Foundation and the Addiction Research Foundation.

The final part of phase one was a two-week trip to examine the highway safety systems of three foreign jurisdictions. The Committee visited Sweden and Great Britain - the two countries regarded as world leaders in road safety - and The Netherlands where extensive research has been done into the specific problems of the moped and the protective equipment required for its use. Exhibit 7 shows the trip schedule.

Chapter II sets out in more detail the findings and conclusions of the first phase. Generally, the Committee discovered that there is a clear mandate for legislative action. The people of Ontario - both the general public and the special interest groups - are supportive of government taking action to reduce the number and severity of motor vehicle accidents. The European experience is that, if the actions are carefully planned and coordinated, the highways can be made safer.



In phase two, over the next five months, the Committee's task will be to decide on the best set of actions for Ontario. This will be very difficult because there are literally hundreds of possibilities, and to date the Committee has found that there is little consensus among experts on any of them and that the effectiveness of any action tends to diminish over time. Therefore, it will be necessary not only to choose the most effective action for today, but also to ensure there is a capability for the continued development of new initiatives in the future.

Chapter III describes how the Committee intends to develop a comprehensive approach to highway safety for Ontario. This approach will balance short and long-term considerations, include specific measures as well as their required administrative back-up, and attempt to put together the most effective combination and sequence of actions. The Committee expects to have completed phase two by April 30 of next year.

The Committee is prepared at this time to make its first four recommendations. In Chapter IV, four specific measures are recommended for immediate implementation. They are: protecting moped riders by requiring the wearing of approved motorcycle helmets; informing the public about the seriousness of Ontario's drinking and driving laws by preparing an information handout for distribution to motorists renewing their vehicle licence plates; ensuring adequate screening of new drivers of commercial vehicles by implementing a classified driver's licence system; and, reducing car theft especially by "joy riding" juveniles by imposing a penalty on drivers who leave the key in the ignition of an unattended car.

For each of these recommendations, the Committee has unanimously agreed that there is enough information to justify immediate action, and that the action will be relatively inexpensive, easy to implement, could produce immediate results, and is not likely to conflict with the Committee's ultimate proposals.

There is in Ontario today a mandate for government action to make our highways safer. Ontario can be a world leader. The Committee has set for itself the very ambitious task of coming up with a comprehensive approach to realize that objective.





## CHAPTER II

### A MANDATE FOR ACTION

Highway safety is of concern to the public because virtually all Ontarians use and benefit from the highways, because the consequences of motor vehicle collisions can be devastating, and because actions to improve safety on the highways affect everybody.

As drivers or passengers, most Ontarians use the highways. Over half the population is licensed to drive. Everyone benefits from the thousands of commercial vehicles that use our highways to bring goods to market, to move materials between plants, and to carry people between cities and towns.

With so much travel - Ontario vehicles are estimated to travel some 40 billion miles per year - accidents occur. The Committee's concern is the number and severity of the accidents. In Ontario, in a normal year, about 10% of all registered motor vehicles will be involved in an accident. About one family in twenty will have one of its members injured in a motor vehicle accident, and about one family in a thousand will have one of its members killed.

Action to improve highway safety can minimize cost and suffering - reducing both the number and the severity of accidents. But there are costs to most highway safety measures. The costs are: financial, from adding more safety features to roads and vehicles or increasing the number of police; inconvenience, from such things as added travel time resulting from the lower speed limits; and limitations to personal freedom from such things as laws requiring the wearing of seat-belts or motorcycle helmets.

Because highway safety is such a public concern, the Select Committee, from its inception, gave the highest priority to seeking out the views of the people of Ontario, as well as hearing from professional and special interest groups and visiting three other jurisdictions. Over the last five months, the Committee has spent most of its time in hearings around the Province, giving



the people a chance to express their concerns. In twenty hearings held in fifteen different centres, as shown in Exhibit 5, the public impressed the Committee with its desire for legislative leadership. Another substantial part of the schedule was devoted to hearings with over forty professional and special interest groups. These groups, listed in Exhibit 6, recommended a wide range of action. Finally, two weeks were spent in three European countries - Sweden, The Netherlands and Great Britain - studying their road safety programs. In Europe, the Committee learned the importance of an organized, comprehensive approach. This chapter will summarize the main conclusions reached from meetings with each of these three sources.

Three central impressions emerged from this initial phase of the hearings. First, and perhaps most important, is the deep and universally expressed concern about the "carnage on the highways". The second is the "willingness to try" shared by the vast majority of people both here and in Europe. Although aware that there are no absolute solutions to the highway safety problem, almost everyone appearing before the Committee expressed a willingness to support initiatives that might make an improvement. And third, most people share an optimism about the possibilities and are prepared for innovation and government leadership.

#### PUBLIC DEMAND FOR LEADERSHIP

Both in submissions made by the public during the hearings and in written briefs received in response to several advertisements placed in newspapers throughout Ontario, the public outlined its deep concern with highway safety and its desire for action. This public response came from all parts of the Province. There were some very specific suggestions from people with apparent expertise in highway safety or related fields. But the bulk of the response was a large number of general suggestions from people whose experience with highway safety is at the real and familiar level of "road user". Here, the Committee noted a public concerned about highway safety, uncertain as to the best course of action, but prepared for legislative leadership.





Virtually every witness prefaced his or her remarks with the comment that "something must be done". One private citizen expressed the feelings of many in stating that "we must end the carnage on the battlefields of our highways, particularly tragic when we consider how unnecessary the carnage is . . .". In an editorial that appeared on September 30, 1976, the Toronto Star reflected the same public mood when it stated that ". . . it's time we stopped being casual about 1,500 (sic) traffic deaths a year", and echoed the public's demand for action when it compared traffic accidents to an epidemic and unhappily concluded ". . . there is little sign that Queen's Park is preparing major initiatives to combat the epidemic". The depth of the public's concern for highway safety and its hope for strong government initiative was one of the first findings of the Committee. Throughout the first phase of its investigation, this finding was constantly reinforced.

A second finding of the Committee was the general uncertainty of the public - individually and collectively - as to the best course of action. Individually, while many witnesses were prepared to suggest possible solutions to particular problems, it was generally conceded that while a particular solution may help, it would not dramatically affect the overall problem. Collectively, the public's uncertainty was reflected in the fact that of the over 300 separate suggestions offered, very few were widely supported. Almost everyone had a unique idea. The ideas ranged from very specific suggestions to broad concepts aimed at improving highway safety. They included everything from specific changes in the design of the motor vehicle and roads to changes in enforcement techniques and driver behaviour. Only three received general support:

§ Mandatory driver education in schools

§ Tougher drinking-driving laws

§ More enforcement of speeding laws, especially against trucks and buses.

The Committee concluded that while the public is concerned about the magnitude of the highway safety problem, it is uncertain about the best course of action and is, therefore, looking for legislative leadership and action.



SPECIAL INTEREST  
GROUPS' CONCERN  
FOR A WIDE RANGE  
OF ACTIONS

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As well as meeting with the public, the Committee heard from the police, private interest groups and professionals. Representatives of the police spoke on fourteen different occasions. The private interest groups included organizations such as the Motor Vehicles Manufacturers' Association, the Ontario Motor League (OML), the Driving School Association, the Ontario Trucking Association (OTA), and the Motorcycle and Moped Industry Council. The professional groups were from organizations like McMaster University, the University of Western Ontario, the Traffic Injury Research Foundation, the Ottawa Civic Hospital and the Addiction Research Foundation. The Committee learned from the special groups that action will have to be considered on a wide front.

The special interest groups identified specific problems in the areas of their particular expertise, and joined with the public in discussing a wide range of highway safety concerns. In general, the judgment of the special interest groups is that many areas require attention and offer distinct possibilities for improvement. The brief presented by the OML, for example, suggested that the areas of enforcement, alcohol and drug use, transportation of school children, licensing of driver training schools, commercial trucking, Sunday trucking, driver training, examination and licensing of motor vehicle inspection were all amenable to immediate new initiatives as part of the "... ways and means to reduce to a minimum the number and severity of motor vehicle-related accidents". This pattern was repeated by many of the briefs.

In many instances, the presentations offered particular solutions that demonstrated the interrelationships among highway safety issues. A decision to act in one area often forces a decision in another. For example, the Essex County Automobile Club joined many other groups and individuals in recommending that all new drivers, in any age category, should be required to complete an approved course in driver education prior to being granted a first licence. They then recommended that the courses should be available only from provincially licensed sources. This latter recommendation directly contradicts the stand of the Canadian Professional Driver Education Association Inc. who advocate that "driver education should be placed exclusively in the hands of the commercial driver education industry".



As with the public, the special interest groups are both willing and anxious for new initiatives and are expecting action from government. In addition, they pointed out that action should proceed on a wide front because many areas offer possibilities for improvement, and because action in one area will lead to the need for decision in another.

#### EUROPEAN APPRECIATION OF THE NEED FOR COMPREHENSIVENESS

After seeking out and hearing the concerns and suggestions of the public and special interest groups, the Committee put its early impressions in perspective, and began its search for an overall pattern of action to improve Ontario's highway safety record, by visiting three foreign jurisdictions - Sweden, The Netherlands and Great Britain. Sweden and Great Britain were chosen because, as the world leaders in road safety, their records are significantly better than that of Ontario:

§ Ontario's 1,800 traffic fatalities are 80% higher than Sweden's 1,000, even though Sweden has about the same population, nearly the same number of motor vehicles and a similar climate

§ Ontario has 65 fatalities for every 100,000 registered vehicles, while Britain with far more crowded and narrow roads has only 50 fatalities per 100,000 vehicles.

The third jurisdiction chosen for study was The Netherlands. The Netherlands is a very crowded country with a good deal of two-wheeled traffic and does not, therefore, have an outstanding record of highway safety. The Committee visited this country because it has recently begun a massive, conscious program to improve its highway safety record. In that respect, its position is somewhat similar to that of Ontario. While it had already enacted seat-belt legislation and reduced speed limits, it is still faced with a record that appears amenable to further improvement. As well, The Netherlands has completed extensive research into the specific problems of the moped (motor-assisted bicycle) and the protective equipment required for its use, and had arrived at a solution that this Committee had been urged strongly to recommend.





The Committee studied extensively the strategies and administrative arrangements for improving highway safety in each country. Their highway environments were viewed, their experts interviewed, and their solutions and results studied. In a very short space of time, the Committee acquired an in-depth appreciation of their approach.

Generally, the Committee found in each country that the government had accepted the responsibility to examine and act on all reasonable possibilities for improvement. Having accepted this challenge, three factors led each jurisdiction to realize the need for a comprehensive approach.

1. There is no single solution to highway safety.  
There was not a single instance where it was suggested that any one action or combination of actions offer an absolute solution. As well, European experts, like their counterparts in North America, recognize that even actions that initially have a positive impact lose their effectiveness over time
2. Actions in one area lead to actions in another.  
The jurisdictions visited have experienced the phenomenon of working through interrelated chains of action. For example, implementing a difficult licensing test with a high failure rate in Sweden and The Netherlands led to more new drivers taking driving courses, which in turn made it necessary for government to control the quality of driving schools. In Sweden they have gone even further and have instituted a one-year, full-time course as a prerequisite to becoming a driving instructor
3. Any action taken must build on a base of public support. Each jurisdiction has conceded that the public must accept a law before it is enforceable. Therefore, as their research identifies particular problems, it is necessary to inform the public of the danger, build a general acceptance of the action needed to overcome it, and then legislate, if necessary, to penalize the minority of deviants.



One concrete manifestation of the European acceptance of a comprehensive approach is the administrative arrangements that they all have. In each country, there is a central institute for performing and directing road safety research. Each has some mechanism for coordinating the various agencies whose actions have an impact on road safety. And each has assigned administrative responsibility to one group to ensure that measures are developed, implemented and evaluated.

\* \* \* \* \*

From all three groups - the public, the special interest groups and the European experts - the message has been clear. The necessity for new initiatives is accepted and these initiatives can result in safer highways. But, random action without an overall, comprehensive plan is likely to be ineffective. There is a mandate for action. During the next several months, the Committee must choose the shape and direction the action should take.





## CHAPTER III

### A COMPREHENSIVE APPROACH TO HIGHWAY SAFETY

It is the responsibility of this Committee to choose the actions needed to improve highway safety in Ontario. The public and the special interest groups have demanded action. The European jurisdictions visited have achieved results by acting. And, the Committee is convinced that action will bring results - not by totally eliminating accidents, but by significantly reducing their number and severity. This chapter sets out how the choice will be made.

In its initial phase, many suggestions were received from the public and special interest groups. They encompass a wide range of possibilities and cover every aspect of highway safety - the driver, the vehicle, the highway, enforcement and others. No "magic solutions" emerged. Every suggestion demands study and raises important and difficult questions.

To deal with the tremendous number of possibilities, a step-by-step process will be followed. The first step will be to narrow the possibilities to those that have a reasonable probability of being effective. The second will be to combine these effective measures into a package where each supports the other. The third step will put the package into an appropriate time sequence and set out the order in which they should be implemented.

This process will result in a set of actions that are likely to be effective, are supportive of each other, and are ordered in the most appropriate time sequence. Although this will be an important contribution to highway safety, there is more that should be done. Ontario needs a comprehensive approach that includes both short-term actions and a long-term philosophy, both specific changes and the organizational support to ensure their ongoing effectiveness. Therefore, the Committee is looking for a comprehensive approach with two major components. The first is a combination of measures for immediate and near-term implementation and a philosophy to guide the development of new measures for the long term. The second component is the organizational support of a sound management framework necessary for the successful implementation of the recommended measures. This organizational support will include administration, coordination, and research and analysis capabilities.



The goal of this Committee is to introduce a policy that will reduce collisions and fatalities over the short and long term, making Ontario a world leader in highway safety. This chapter sets out how that policy will be determined. The first section will deal with the series of possibilities suggested by the public and special interest groups, put in perspective with the information gained in Europe. The next section will outline the step-by-step process to be followed in choosing the right action. The chapter will end with a more detailed explanation of the comprehensive approach.

## THE WIDE RANGE OF POSSIBILITIES

The public, special interest groups and European experts have suggested a tremendous number of areas for study, falling into five categories: the driver; the vehicle; the road environment; enforcement; and others that do not fit neatly into any of these. In order to begin the process of establishing the most effective combination of measures, the full range of suggestions that emerged in the initial phases must be considered. In this section, the issues raised will be outlined, along with the areas the Committee will assess during the remainder of its investigation.

## THE DRIVER

"Driver error" is listed as the major cause of accidents in up to 90% of the reported cases in Ontario. Because driver error is such a major component of the accident picture, the Committee will give the problem of the driver careful attention. The information will be divided into specific categories for study, including driver education, testing, licensing, improving driving skills and attitudes, and the impaired driver.

### Driver Education

There is a great deal of public interest in driver education and many issues of concern. In Ontario, an applicant for a driving licence does not have to have any formal driver education prior to the driving test. Although none of the European jurisdictions visited make training mandatory, a larger percentage of the applicants for a licence do take driver courses. This is because they make it very



difficult to pass the driving test without formal training. In these countries, greater effort is made to regulate the driving school industry, through annual inspections, government licensing, and controlled curricula. Neither Sweden, The Netherlands nor Great Britain, however, emphasized the introduction of driver education in the public school system, while in Ontario most school boards offer driver training as an extra-curricular activity.

The probe of driver education will begin with an attempt to determine its potential contribution to highway safety. The value of compulsory driver education will be considered, as well as the importance of a regulated curriculum, standards for instructors, and the continuation of these programs at the high school level.

### Testing

Testing could also be important in conjunction with a renewed effort in driver education. The Committee noted that both Sweden and The Netherlands have stringent testing procedures. The Dutch fail approximately 50% of their applicants, while the Swedes fail over 40%. The degree of difficulty of the test in Great Britain appears to approximate that of Ontario. Several people appearing before the Committee suggested that Ontario's test should be more comprehensive.

The Committee will consider whether testing can have an influence on the collision and fatality rate, and if so, how our methods may be revised. It will consider the value of changing the written section, and will reassess the practical driving test. Study will also be made of the potential benefits of altering the pre-requisites by, for example, stipulating that learners' permits must be held for one year prior to taking the test.

### Licensing

In Ontario, licences currently fall into two categories, with a special classification for school bus drivers. In Sweden, The Netherlands and Great Britain, the 5 Class "Vienna Convention" system is in use. All these countries have the driver's photo imprinted on the licence.





The Committee will first consider whether alternative licensing systems can improve highway safety. It has already studied the advantages of a classified licensing system and will make a specific recommendation in the next chapter. In addition, it will assess the merits of licences with identification photos and probationary licences for the aged, for the young, or for those with poor records.

#### Improving Driver Skills And Attitudes

Sweden is committed to at least one major publicity campaign per year aimed at improving driving skills and attitudes. To a lesser extent, publicity is used in Great Britain, The Netherlands, and in Ontario. Many jurisdictions rely heavily on this approach as the most efficient way of reaching a large number of drivers and improving their driving performance.

The Committee has been advised that poor driving skills and attitudes are a major cause of highway accidents. It has noted little coordinated effort to solve this problem. It will assess the potential benefit of coordinated programs that could include increased retesting, publicity, enforcement and new reward systems for good drivers.

#### Impaired Driver

This is an area of central concern in which many different suggestions were received. Our laws in this area are as stringent as in any jurisdiction visited. Although the penalties and definition of impairment differ in each country, the impaired driver is dealt with severely everywhere.

Despite the severity of the punishment, driving while impaired remains a serious problem. This is especially true in North America where alcohol is involved in accidents far more often than in Europe. The Committee is aware of the magnitude of this problem. It will consider the level of blood alcohol that should constitute impairment, the value of increased enforcement, penalties and rehabilitation efforts, and publicity aimed at reducing drinking and driving.



## THE VEHICLE

Multidisciplinary accident investigation suggests that in its interaction with the driver, vehicle design and condition may be a major contributor to the accident rate. The Committee will, therefore, examine this area, differentiating between new and old vehicles, trucks, school buses and two-wheeled vehicles, identifying problems common to all, and particular to each category.

### New Vehicles

The European jurisdictions have made a major commitment to research and development of automobile safety standards. Sweden, for example, has its own unique automobile standards and performs a type-test on one of each model manufactured in, or imported into, the country. Through the European Economic Community (EEC) all three countries are working towards uniform vehicle standards. Ontario does very little work in standard setting, even though our climate imposes unique safety requirements on vehicles.

The Committee will assess the need for separate vehicle standards. It will consider whether the Ontario environment demands special standards and whether our market can require them. It will consider the position Ontario should take in the controversial debate between proponents of mandatory seat-belt usage and those favouring passive restraint systems such as airbags. As well, it will investigate the merits of a new car inspection system.

### Old Vehicles

There is no compulsory inspection of older vehicles here or in The Netherlands. Sweden and Great Britain, however, have a vehicle inspection system. In Sweden, an annual inspection is made at a station of a Crown corporation owned by government and industry that was created solely for this purpose. In Great Britain, all vehicles over three years old are inspected annually at private service stations. Both countries provide each vehicle passed with a safety sticker.

The Committee has been advised that defects in older vehicles may be a safety threat. It will consider the potential benefits of compulsory inspection for older vehicles and also examine the possibility of extending the use of the MTC vehicle inspection "lanes" currently in existence.



## The Truck

Currently, there are many restrictions placed on trucks. For example, there are limitations on Sunday trucking, on the length of the truck (65 feet) and on the number of pup trailers allowed. But, except for dump trucks, there is no compulsory safety inspection. In Sweden and Great Britain, trucks are inspected annually at government centres. The Netherlands joins these countries in limiting the size, type and speed of trucks (e.g., the Swedes allow double-articulated, multi-vehicle combinations up to 90 feet in length, but restrict the maximum speed to 40 Kph).

Safety restrictions are placed on trucks because the accidents they may become involved in can be very serious and because trucks frighten other motorists. Trucks travelling at high speeds or carrying heavy loads can create major problems. The Committee will consider the value of new length and height restrictions, compulsory inspection, special speed limits and markings to identify unstable chemicals. It will also study the problems associated with the multi-vehicle combination.

## School Buses

School buses must be inspected regularly in Ontario. As well, the government has established certain safety regulations that are more stringent than those in many other North American jurisdictions.

Although the record of school buses is good, public concern over each fatality is high. The Committee will, therefore, consider the possibilities of making the safety record even better. Generally, it will examine the appropriateness of establishing even more stringent safety standards as well as rules governing behaviour inside the bus.

## Two-wheeled Vehicles

In Ontario, there are neither special safety standards for two-wheeled vehicles nor requirements for special licences to drive them. Motorcycle drivers are required to wear specified helmets, but there is, currently, no such requirement for mopeds. None of the European jurisdictions visited had particular safety standards for two-wheeled vehicles, but all required helmets for moped and motorcycle drivers and had a separate licence classification for drivers in this category. Both Sweden and The Netherlands had extensively developed "bicycle paths".





The increasing number of accidents and deaths involving two-wheeled vehicles made this an area of concern. The Committee has already considered the mandatory use of helmets for moped drivers, and a licence classification system for two-wheeled vehicles. It will study the separation of traffic flows as a way of removing these vehicles from dangerous situations.

## THE HIGHWAY

Ontario has excellent highways. But, it is the interaction of the driver with the highway environment that is important. More vehicle miles are being driven each year, resulting in congestion on the highways and increasing problems. For these reasons, both the specific uses and the design and maintenance of highways will be examined.

### Specific Uses

Although little has been done to separate traffic flows, the concept is being experimented with in other jurisdictions. For example, the Dutch are creating "living areas" designed for pedestrians where the motor vehicle is a "guest". The Swedes are closing streets to traffic and limiting access to main thoroughfares. Another concept receiving study is speed limits that vary according to road characteristics.

The Committee will examine the safety value of separating traffic flows and introducing different speed limits for particular stretches of road.

### Design and Maintenance

The design and maintenance of highways here is good. As in European jurisdictions, Ontario is heavily involved in the identification of trouble spots needing design modification. Yet, it appears that the Europeans allocate significantly more funds both to locate trouble spots and to rectify problems.

The Committee was advised of the vast safety potential of the "trouble spot" method and will consider the impact of increased emphasis. As a result of recommendations it received during the first phase of its work, the benefits of specific changes in highway design will be studied, such as paving shoulders or using warning systems for weather conditions.



## ENFORCEMENT

Many people suggested that enforcement is the best way of dealing with the highway safety problem because it discourages dangerous driving behaviour. The Committee was told that more stringent enforcement could result in significant improvements. With this end in mind, both the introduction of new laws and the enforcement of existing laws will be considered.

### Introducing New Laws

Many new laws were suggested. For example, the Committee was urged to establish a driver review board, independent of government control, to remove poor drivers from the highway. Some dissatisfaction was expressed with uniform speed limits and the use of Citizen Band radios and "fuzz busters" to escape speed traps. It was suggested that the fine structure should more accurately reflect both the seriousness of the violation and the ability of the offender to pay. The Committee was told of the advantages of allowing police to ticket vehicles rather than drivers for moving violations. Along with reducing high-speed chases, this could encourage the use of special speed-detection cameras currently being used successfully in other jurisdictions. Properly used, these cameras make "fuzz busters" ineffective. The Committee will consider the potential of these suggestions as well as the many others received from the public.

### Enforcing Existing Laws

Both the public and the police emphasized that there must be more enforcement. The Committee was advised that it is important to increase both the probability of offenders being caught and the public perception of the chance of being caught. It was suggested that in Ontario the risk and perception are both too low. Sweden puts a great deal of effort into enforcement. European experts generally agreed that by increasing both the real and perceived chance of being caught, Sweden has found one of the essential ingredients of a successful highway safety program.

For these reasons, the Committee will study all possibilities for increasing both enforcement and people's perception of the risk of being caught.



## OTHER

Several measures do not fit into any particular category. For example, in Ontario, there is no centralized organization with either an administrative or research function for highway safety. The important role such an organizational arrangement can play in promoting highway safety was demonstrated in all three European jurisdictions.

The Committee will consider the advantages of this kind of organizational support. It will assess the potential of an administrative structure to ensure the implementation of its recommendations, to provide continuity, and to evaluate and modify ongoing activities. As well, it will appraise the possibility that such a structure may provide the mechanisms needed to coordinate the related activities of various private and government agencies as well as providing the capability for necessary research and analysis.

## THE PROCESS FOR CHOOSING

There are many areas where action can be taken. The Committee's serious and difficult responsibility is to choose specific actions for implementation from among the possibilities. There are three tasks in making the choices. The first is to narrow the range of possibilities to those that have a reasonable probability of being effective. The second is to determine how these possibilities should be combined. The third is to determine the most appropriate sequence and time frame for introducing any recommended action.

### Deciding on the Effective Measures

The Committee must first narrow the wide range of possibilities down to those that have a reasonable chance of being effective. Two kinds of evaluation are needed. First, the possible actions must be appraised to determine whether they will actually improve highway safety. Second, the potentially effective possibilities must be evaluated to determine whether there is a reasonable relationship between the cost of the measure and the benefit of the improvement.



There are several difficulties in making these evaluations. The first is that there is little consensus among the experts. For every possible action the Committee might take, there will be several learned and respected authorities that favour the idea and as many who oppose it. For example:

§ Most highway safety researchers claim that formal training of new drivers is of no benefit. On the other hand, insurance companies are so convinced of its usefulness, that they are willing to give major financial support - in the form of premium reductions - to encourage new drivers to take formal training

§ Many people have suggested that the rear lights of vehicles be changed so that different colours are shown when moving forward, braking and turning. This suggestion has been endorsed by some experts in human perception. However, there are others who claim that in the complex traffic environment three colours would be unnecessarily confusing, and would make the driving task more difficult

§ Simple logic suggests that many possibilities such as wider, straighter highways or lower speed limits should lead to safety improvements. However, some psychologists claim that the driver's attitude to risk is of overriding importance. Their argument is that unless the driver's attitude to risk-taking is changed, the reaction to an intuitively logical improvement, such as wider, straighter roads, will be an increase in average speed and little overall improvement in safety.

It is, therefore, clear that the Committee cannot expect to be guided by the absolute consensus of experts. Experts will disagree on the most appropriate actions. In the absence of an expert consensus, the Committee will exercise its best judgment, as representatives of the public, to choose the actions that it believes will improve the safety of our highways.

Deciding that a particular action is likely to produce an improvement in highway safety will not be enough. This first stage of decision-making also requires some judgment about whether the overall benefit justifies the cost. This will be a difficult judgment to make, because in highway safety benefits and costs are not quantifiable on a uniform basis.





§ Benefits, for example, may include quantifiable decreases in, dollar costs, property damage, health charges, days of work lost, and death benefits paid. They may also include decreases in the loss of human life, personal suffering caused by pain, injury or disfigurement and the ongoing tragedy of social and family disruptions that cannot be quantified on the same basis

§ Costs of a particular improvement can often be quantified in monetary terms. It is simple to calculate construction and design costs, the higher purchase price of a safer vehicle, or salary costs of added police. Not all actions, however, are susceptible to this type of analysis. It is not as simple to assess the cost of inconvenience to the public (for frequent retesting), loss of job prospects (for tougher commercial driver's licence test), or loss of tolerance and respect for the law (setting speed limits considerably below the level of public acceptability).

Even though costs and benefits cannot be exactly quantified, the Committee will have to consider, in its assessment of particular actions, whether the overall benefit is justified in relation to total costs. This will narrow the many possibilities down to those that are potentially most effective.

### Choosing The Best Combination And Actions

Once the possibilities have been narrowed to those that are potentially most effective, the Committee's second task is to determine the optimal combination of actions.

There are several considerations in choosing the optimal combination. First, certain combinations of actions are reinforcing. For example, a recommendation for more formal driver education could lead to recommending an upgrading and control of the private driving schools and a tightening of the driving test. Action to get the poor driver off the road might include changes to the demerit system, combined with photos on licences and increased stop checks to discourage driving with a suspended licence.



Some combinations, however, might create problems. There may be limiting financial constraints. For example, recommendations to upgrade the road environment, by creating new traffic separation systems, paving shoulders and improving dangerous stretches of road, might be too costly for the Province to absorb at once. Similarly, recommendations to improve vehicle safety by adding new safety features, setting roadworthiness standards and requiring regular inspections, might put too heavy a financial burden on the motorist.

### Setting The Recommendations In An Optimal Time Frame

To build constructive combinations of countermeasures without reaching the limits of resources or public tolerance means setting priorities. Ultimately, all the recommendations may be amenable to implementation. But the time frame in which implementation is set must be carefully considered. The final task is to choose the optimal time frame for the introduction of its recommended actions.

In each country in Europe, the Committee found a thoughtful approach to the introduction of highway safety measures. The sequence begins with the public being informed of the dangers of a particular situation, and a consensus for improvement being built, prior to the necessary legislation being enacted. This process reduces the possible backlash caused by legislating an unpopular law. Another lesson learned from the European experience is that an important element in the effectiveness of countermeasures is their ability to raise public consciousness about highway safety. For example, a well publicized crackdown on drinking and driving offences may lead to an overall improvement in driver performance. If too many actions are introduced at once, the psychological effect of some could be lost, the public might feel overloaded and "tune out" the whole range of actions.

Another limitation is that of manpower and administrative capability. For example, recommendations to change the system of licensing drivers, adding probationary periods, revamping the demerit system and including a photo on the licence, may overwhelm the managerial and administrative capacity of the Drivers and Vehicles Division of the Ministry of Transportation and Communications.

A more tangible limitation of feasible combinations is the tolerance of the public for accepting new regulations. The public may only be prepared to accept a limited amount of government



interference in their everyday lives. Too many new regulations and restrictions, enacted together, could lead to a backlash that takes the form of widespread refusal to comply with new or existing laws.

Another serious time frame problem is the well documented "fade effect". Countermeasures that are new and unique are effective in reducing accidents for varying periods of time. Then, the effectiveness fades and accident rates return to their former levels. The "fade effect" is not, however, a cause for inaction. During the improvement period many lives can be saved. As well, Sweden has shown how the continuous introduction of new countermeasures can stretch the fade period and maintain a high level of safety.

This Committee is facing up to the very serious and difficult responsibility of developing an integrated countermeasure policy for Ontario. This requires narrowing the wide range of possibilities to the most effective ones, choosing the most constructive combinations, and determining the most appropriate time frame for implementation. Motor vehicle accidents can never be completely eliminated, but an integrated countermeasure policy will assure the people of Ontario that the Legislature is doing all it can to keep the rate and severity of accidents as low as possible.

#### ELEMENTS OF THE COMPREHENSIVE APPROACH

The Committee is aware that it is facing a formidable task. The time it can devote to its task is finite and its resources are limited. It is aware that its responsibility as a legislative committee is to set out a policy framework and direction, and allow the Government to administer the policy. This section of the report sets out the kind of lasting impact being sought and briefly outlines the work plan for achieving the impact.

#### Working Out A Comprehensive Approach

The Committee has concluded that the Province of Ontario needs a comprehensive approach to highway safety. This approach will have two major components. The first will concentrate on the measures to be taken





in the short, medium and long term to counter the growing number of accidents. This integrated countermeasure policy will include:

- § Short-term action. The highest priority will be to make specific recommendations in areas where immediate action can and should be taken to reduce accidents and to lay the groundwork for future improvements
- § Medium-term proposals. Some of the measures studied by the Committee will not be amenable to immediate action either because further work is needed to determine the best approach, or because preliminary action is needed to lay the proper foundation. In these areas, recommendations for appropriate preliminary action will be made
- § Long-term philosophy. Improving highway safety is a long, difficult job. As long as we remain a motorized society, a continuous effort is needed to keep our roads as safe as possible. The Committee will attempt to set out a basic philosophy for highway safety action that will guide its development and implementation over the longer term.

In addition to recommending and guiding the actual measures to be taken, the Committee is also concerned that its short, medium and long-term recommendations be implemented successfully. Therefore, the second part of the comprehensive approach will cover the managerial requirements of a successful highway safety program. A sound management framework will have three important components. They are:

- § An administrative structure to ensure that immediate action is taken, to provide continuity through the appropriate sequence of steps necessary to introduce new measures, and to evaluate and modify ongoing activities
- § Coordinating mechanisms to bring together the related activities of a wide number of agencies and organizations within and outside government who contribute to the improvement of highway safety



§ A research and analysis capability to provide an objective evaluation of existing measures, a continuing identification of new and emerging highway safety problems, and thoroughly researched alternatives for tackling them.

#### Working To Put Together The Plan

In seeking to provide a comprehensive approach to highway safety, the Committee is setting a challenging objective for itself. It will be extremely difficult to achieve. But in an area that touches so many lives, in such tragic ways, achievement is necessary.

In order to fulfill its objectives, a very full winter schedule is being organized. Numerous experts from within and outside the Government, from Ontario and from other jurisdictions will be invited to make presentations on particular areas of concern. As many facets of highway safety as possible will be covered, at least at a general level. And, after hearing the evidence, recommendations will be forwarded to the Legislature.

To achieve its objectives, an extension of the time beyond the December 31 deadline set out in the terms of reference is necessary. The Committee, therefore, recommends that:

RECOMMENDATION I: THE DATE SET FOR THE PRESENTATION OF THE FINAL REPORT BE EXTENDED TO APRIL 30, 1977.



## CHAPTER IV

### RECOMMENDATIONS FOR IMMEDIATE ACTION

The Select Committee found a mandate for action. It has committed itself to a work program that will, by the spring of next year, result in a comprehensive set of proposals for making Ontario's highways safer. The set of proposals will include specific recommendations for immediate implementation. In this chapter, the Committee will make the first four of its recommendations.

Four criteria were used to choose these first recommendations. First, the Committee agreed unanimously that it had enough information to recommend action. Second, the Committee decided that the recommended actions will be relatively inexpensive to implement and easy to introduce. Third, it noted that immediate results could be realized. Finally, it determined that the recommended measures are not likely to conflict with its final comprehensive set of proposals.

The four actions that meet these criteria are: protecting moped drivers with adequate helmets; informing drivers of the serious consequences of a conviction for an impaired driving offence; supporting the early introduction of a classified driver's licence system; and imposing a penalty against leaving keys in the ignition of an unattended vehicle.

#### ADEQUATE PROTECTION FOR MOPED DRIVERS

When mopeds (motorized bicycles or pedal-assisted motorcycles) first appeared on Ontario roads, authorities were unsure of the most appropriate way to deal with them. When there were relatively few, they were treated as bicycles and therefore exempt from various safety laws and regulations that apply to motorcycles. As the number of mopeds grew (there are now over 8,800 mopeds licensed), accidents increased to a point where regulation became imperative. In 1975, the Government passed a bill that gave mopeds a unique status and required that they:



§ Be licensed

§ Have a top speed of 25 mph

§ Have only one forward gear

§ Be driven only by licensed drivers over 16 years of age

§ Be ridden only by one person at a time (no passengers).

At the urging of some members of the Legislature, an additional section of the bill requiring moped drivers to wear helmets was not proclaimed. At that time, several members believed that a motorcycle helmet was too heavy for moped drivers, and that the section should not be proclaimed until a suitable, lighter helmet standard could be developed.

The Select Committee was asked by the Legislature to determine the most appropriate type of helmet for moped drivers. Over the summer, evidence was heard from the public, the moped industry and the Ministry of Transportation and Communications (MTC).

§ The public and safety associations presented one clear message to the Committee: make the wearing of helmets for moped drivers compulsory. There was very little discussion about the specific type of helmet to be worn, except from one member of the public who had undertaken a personal study of moped helmets. He stated that there was no justification for delaying the proclamation of a bill requiring moped drivers to wear helmets since a light moped helmet standard had been tested and introduced in The Netherlands

§ The moped industry, through its association and private retailers, sent briefs and appeared before the Committee. The industry's position was that helmets were unnecessary because: mopeds have an excellent safety record; people object to wearing a helmet (for example, because it ruins their hair styles); and speed restrictions make mopeds like bicycles. In addition, the industry cautioned the Committee against discouraging the widespread use of such an economical and fuel-saving vehicle





§ MTC briefed the Committee on its efforts to find a suitable moped helmet standard for Ontario. They cautioned against recommending the adoption of a helmet standard that could not be tested by the Canadian Standards Association or that could not be made generally available at a reasonable price. Further, they suggested that the main opposition to helmet wearing had not come from moped retailers as much as it had from moped riders who did not want to wear helmets.

On the basis of the evidence presented, the Committee was persuaded that moped drivers should be wearing helmets as soon as possible. It was convinced that it was going to take a considerable amount of time for MTC to come up with a new helmet standard. The Committee was not satisfied to leave moped riders unprotected any longer. Therefore, it sent a letter to the Minister of Transportation and Communications urging him to require moped drivers to wear an approved motorcycle helmet as soon as the appropriate regulation could be proclaimed.

In Europe, the Committee followed up the question of moped helmets in each jurisdiction visited. It found good cause for reiterating its earlier stand. Further, it concluded that the search for a special moped helmet standard was unnecessary. The Committee found that:

- § In Sweden, moped drivers wear approved motorcycle helmets. Authorities there have never seriously considered adopting a lighter helmet standard for mopeds
- § In The Netherlands, moped riders wear a helmet that is lighter than a motorcycle helmet. The Dutch adopted a lighter moped helmet standard in 1974 in order to placate the more than two million moped riders in that country who objected to the wearing of any helmet
- § In Great Britain, moped drivers wear approved motorcycle helmets. After considering research data, British authorities rejected the use of a lighter helmet.



Investigations in Europe confirmed the earlier stand that moped riders should wear helmets. Further, clear evidence was provided that there is no justification for a lighter helmet. No more time or effort should be devoted to searching for a lighter helmet standard. The motorcycle helmet provides the minimum level of protection required. The Committee recommends that:

RECOMMENDATION II: THE ONTARIO GOVERNMENT, WITHOUT FURTHER DELAY, MAKE THE WEARING OF AN APPROVED MOTORCYCLE HELMET COMPULSORY FOR ALL MOPED RIDERS.

#### INFORMATION TO PUBLIC ON THE DWI OFFENCES

The most serious highway safety problem in Ontario results from the combination of drinking and driving. A recent study by the Traffic Injury Research Foundation showed that impaired drivers are 23 to 83 times more likely to die on the highways than unimpaired drivers. (The difference in the risk factor depends on the age of the driver.) And yet, drinking and driving continues. It remains a widely accepted practice in our society. In a 1974 roadside survey conducted by Statistics Canada, it was found that 26% of all drivers on the road between 10:00 p.m. and 3:00 a.m. on Wednesday, Thursday, Friday and Saturday had been drinking.

The public seems to be largely unaware that the penalties for impaired driving are very severe. The public is even less aware that recent amendments to the Criminal Code have made the law even more stringent. If the law is to be an effective deterrent in discouraging people from driving while impaired, the public must be fully aware of the serious consequences of a conviction. For this reason, the Committee is recommending that the Government immediately launch an information campaign to ensure public awareness of the penalties which may be imposed.

The public consistently urged that the impaired driving laws be made more severe and that enforcement be stepped up. In making these suggestions, they frequently referred to the more stringent laws in Europe. In response to this strong expression of public opinion, the Committee paid special attention to the impairment laws and enforcement practices in Europe. Each of the countries visited had systems that were somewhat different, but overall, none had laws that were significantly more stringent than Canada.



- § Sweden's laws are tougher in that charges can be laid for blood alcohol levels as low as 50 milligrams of alcohol per 100 millilitres of blood, with two-week jail sentences imposed for levels of 150 or more. But Canadian law imposes automatic and longer jail sentences for second and subsequent offenders at the 80 level; does not require an actual blood test for evidence; and allows the police to stop any car and require a Breathalyzer sample if warranted
- § The Netherlands' law, like Sweden's, allows charges to be laid for blood alcohol levels at 50 milligrams. But our law has far tougher penalties and gives the courts far less discretion in imposing them
- § Great Britain was the first jurisdiction to introduce impaired driving laws that were based on blood alcohol levels. Their law was subsequently copied in many jurisdictions (including Canada) because it made it substantially easier for the police to charge impaired drivers. By making drivers fear conviction, impaired driving and the subsequent accident toll were dramatically reduced. Over the years, various legal loopholes have been found in the British law so that today the conviction rate is very low. In Canada, there are virtually no loopholes. Almost every driver caught by the police with a blood alcohol concentration of more than 80 milligrams per 100 millilitres of blood is convicted.

Overall then, while the public is calling for more stringent penalties for the drinking driver, our laws provide for penalties as severe as those of any other jurisdiction. Recent amendments, of which the public seems unaware, have added a new enforcement tool and made the penalties for conviction even stiffer.

- § The police are permitted to use a roadside testing device to screen potential offenders
- § A loophole that allowed second offenders to avoid the mandatory jail sentence has been closed
- § The penalties have been increased. For example, the maximum fine for a first offence has been increased from \$500.00 to \$2,000.00. And, under normal circumstances, the maximum jail term has been increased from three months to six months.





Our penalties are stringent and our enforcement mechanisms are as simple and certain as in any jurisdiction. But the effectiveness of a law in preventing offences depends, in part, on the public awareness that a strict, enforceable law exists. It is a documented fact in Europe - and likely the same in Ontario - that a large proportion of the population fears the legal consequences of impaired driving far more than the risk of causing, or being unable to avoid, an accident. Ontario is wasting the full benefit of strict laws as a prevention tool by not ensuring that the public is adequately informed.

The impaired driving problem is the most vexing that the Committee must deal with. The prevalence of alcohol in the most serious accidents makes it imperative that something be done. But the widespread use of alcohol and the general public acceptance of the drinking driver (especially at the lower levels of impairment) make effective action difficult. A good deal of time and energy in the months ahead will be devoted to this problem. For now though, the Committee urges the Government to ensure that the public is aware how strict our impaired driving laws are. Specifically, it urges the Government to take advantage of the approaching vehicle licence renewal period to provide all motorists with written information outlining the laws relating to impaired driving. The Committee recommends that:

RECOMMENDATION III: THE GOVERNMENT OF ONTARIO TAKE RESPONSIBILITY FOR THE PREPARATION AND DISTRIBUTION OF A FREE DOCUMENT OUTLINING THE LAWS RELATING TO IMPAIRED DRIVING. SUCH A DOCUMENT SHOULD BE READY FOR DISTRIBUTION TO ALL MOTORISTS RENEWING VEHICLE LICENCE PLATES FOR 1977.

#### EARLY INTRODUCTION OF CLASSIFIED DRIVER'S LICENCES

In Ontario, there are, currently, three kinds of driver's licences: the regular licence for personal driving; the chauffeur's licence for commercial driving; the school bus licence for school bus driving.

Many of the professional driving groups (such as the Ontario Trucking Association) pointed out that provincial requirements for commercial drivers are not very effective. These drivers must obtain a chauffeur's licence, but an applicant can obtain a chauffeur's licence



by passing a driving test in a family car. That licence then is a valid permit for the operation of all kinds of commercial vehicles from taxis to the largest truck and trailer combinations on the road. A driving test in the family car is clearly an inadequate indicator of a driver's ability to handle safely a large truck or bus. In fact, most commercial fleets recognize this inadequacy and hire only drivers who are experienced or properly trained.

Each of the countries visited (and most other European jurisdictions) has more specific regulations. A system of classified driver's licences is used that, for years, has been internationally accepted and implemented. In Sweden, for example, a driver is tested and licensed under one or more of five categories:

Category A	Motorcycles
Category B	Passenger cars, light trucks, taxis (with special permit)
Category C	Heavy trucks
Category D	Buses
Category E	Heavy trucks with one or more trailers.

These categories can be found in many European jurisdictions and have proved to be useful and workable.

MTC supports a classified driver's licence system and has been considering the implementation of such a system along the lines shown in Exhibit 8.

Professional drivers have pointed out the ineffectiveness of current provincial licensing of commercial drivers. There is a classified driver's licence system that internationally has been proven useful and workable over many years. MTC is ready to implement a new scheme similar to the proven international system. The Committee believes that a classified driver's licence system would be a positive safety measure, and at the time of writing, it has just been informed that it is to be implemented. The Committee supports its implementation in recommending that:

RECOMMENDATION IV: THE MINISTRY OF  
TRANSPORTATION AND COMMUNICATIONS  
BEGIN THE IMPLEMENTATION OF A SYSTEM  
OF CLASSIFIED DRIVER'S LICENCES IN THE  
NEXT CALENDAR YEAR.



# PENALTY IMPOSED FOR LEAVING KEYS IN IGNITION ---

The Committee's fourth specific recommendation is being made because it has concluded that immediate action can be taken to reduce car theft. A 1974 survey by Statistics Canada found that where the reason for theft is known, 85% of cars are stolen for the purpose of "joy riding" - usually by juveniles. "Joy riding" often leads to dangerous driving, to high-speed chases and to a juvenile's first criminal charges. Preventing car theft is, therefore, both a highway safety measure designed to minimize destruction, injury and death, and a crime prevention measure aimed at keeping young people out of the courts. Action in this area would be aimed at a growing problem. In 1963, there were 53 car thefts per 100,000 registrations in Canada. By 1974, the car theft rate climbed to 68 per 100,000 registrations.

One simple way of reducing car theft would be to stop people from leaving the keys in the ignition lock of unattended vehicles. The Statistics Canada survey could not determine how 53% of the vehicles were stolen but it did find that 30% were stolen with the keys in the ignition, as compared to 2% by hot wiring, and 5% by attacking the column lock.

Police in many centres drew attention to their inability to do anything when they saw an unlocked, unattended parked car with the keys left in the ignition. They suggested that the imposition of a penalty for leaving keys in the ignition would reduce "joy riding" and would also reduce the number of high-speed chases and the corresponding property damage and loss of life. Other people shared this view.

The United States Uniform Vehicle Code has a section (11-1101) stating that:

. . . No person driving or in charge of a motor vehicle shall permit it to stand unattended without first stopping the engine, locking the ignition, removing the key . . .

Twenty-three states of the United States have these provisions in their statutes. Some municipalities in Ontario have a by-law against leaving keys in the ignition of an unattended vehicle. Toronto has a by-law against leaving an unattended car unlocked. The Committee's terms of reference specifically directed it to consider "the benefits of the application of a penalty against any person who leaves keys in the ignition lock of an unattended vehicle". Accordingly, the Committee recommends that:



RECOMMENDATION V: THE GOVERNMENT OF  
ONTARIO DRAFT FOR EARLY PRESENTATION  
TO THE LEGISLATURE APPROPRIATE LEGIS-  
LATION TO IMPOSE A PENALTY AGAINST ANY  
PERSON WHO LEAVES KEYS IN THE IGNITION  
LOCK OF AN UNATTENDED MOTOR VEHICLE.





## CONCLUSION

At the end of five months, the Select Committee has concluded the first phase of its investigations: it has heard a representative sampling of public concern; it has drawn on the expertise of special interest groups; and, it has put both of these into perspective by visiting European jurisdictions. The Committee is now familiar with the web of interrelated issues that constitute the highway safety "problem". A belief has grown with increasing force that there is a clear need for action. The Committee is ready to respond to this need, and is determined to act.

As emphasized throughout this report, it is not enough to effect short-term solutions to a problem that will be of ongoing concern. The goal is to improve safety on the highways immediately and over the long term. There are four areas in which immediate action can and should be taken, and recommendations have been made in these areas. But, there is a great deal more that must be done to make Ontario a world leader in highway safety.

In its final report, the Committee will set out a comprehensive approach for improving highway safety in Ontario. The comprehensive approach will include an integrated countermeasure policy and supporting management framework. The integrated countermeasure policy will encompass recommendations for immediate implementation, additional possibilities requiring further study and an overall philosophy for the continuing development of countermeasures over the longer term. The supporting management framework will consider the need for an administrative structure to manage the immediate implementation and longer term development of countermeasures, coordinating mechanisms to ensure that the various agencies having an impact on highway safety are working effectively together, and a research and analysis capability available to the Province to provide the necessary information and objective analysis for the continuing evaluation of existing countermeasures and the development of new ones.

It is only through such a comprehensive approach that significant results having a lasting impact can be achieved. The Committee will make its recommendations to the Legislature by April 30, 1977, firm in the belief that its report will benefit the people of Ontario, both today and in the future.



TERMS OF REFERENCE

Ordered, That a Select Committee of the House be appointed to study the overall question of highway safety in all its phases, including the problems associated with drinking and driving, the methods of accident prevention now in general use, driver education in the school system and public education, and to examine and consider any proposals designed to reduce the number of highway accidents submitted to the Committee and to report on methods to achieve greater safety on the highway, and more particularly, such matters as:

- The regulation and control of traffic through enforcement
- Stricter enforcement of the laws that pertain to drinking-driving offences for all ages
- Driver examination and licensing standards
- Driver improvement and rehabilitation, including demerit points system and traffic clinics (North York Traffic Tribunal)
- An assessment of potential benefits of photos on non-counterfeitable driver's licences and methods of implementation and administration
- An assessment of benefits of a vehicle registration and title system
- An assessment of benefits of Ontario's motor vehicle inspection programs
- The transportation of children to and from school and the vehicles and their drivers
- The licensing of driving schools



- Equipment standards for tow trucks
- Operation of multiple vehicle combinations (pup trailers)
- The benefits of the application of a penalty against any person who leaves keys in the ignition lock of an unattended motor vehicle
- The most appropriate type of helmet for moped riders
- And such other matters as may be referred to the Committee by the Minister of Transportation and Communications.

And to submit an interim report to the Assembly not later than September 30, 1976, and a final report not later than December 31, 1976.

And that the Select Committee have authority to sit during recesses and the interval between Sessions and have full power and authority to employ counsel and such other personnel as may be deemed advisable and to hold meetings and hearings in such places as the Committee may deem advisable and to call for persons, papers and things and to examine witnesses under oath, and the Assembly doth command and compel attendance before the said Select Committee of such persons and the production of such papers and things as the Committee may deem necessary for any of its proceedings and deliberations, for which the Honourable the Speaker may issue his warrant or warrants.

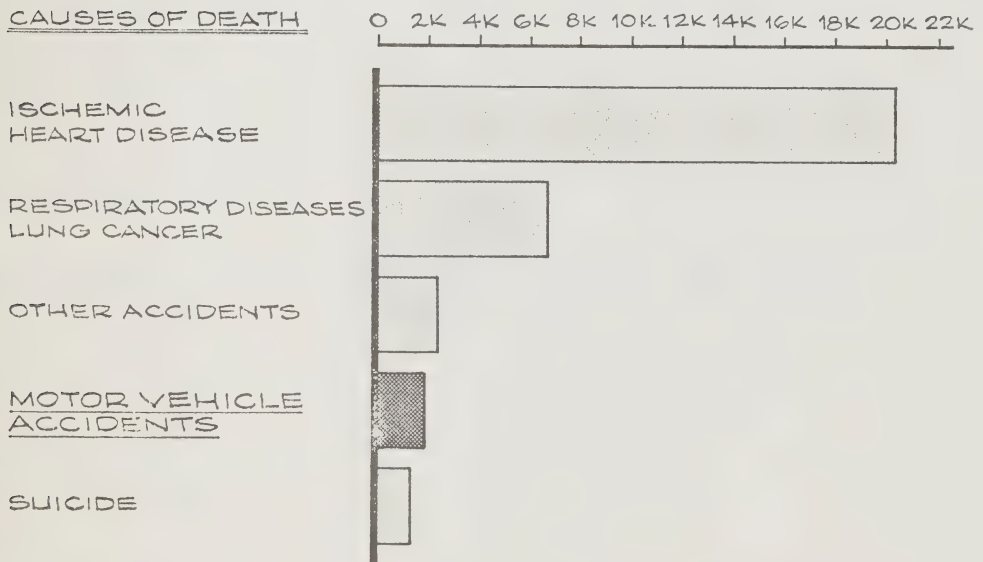
And that the said Committee be composed of thirteen Members, as follows:

Mr. Young (Chairman), Messrs. Bounsall, Breagh, Ferrier, Givens, Johnson (Wellington-Dufferin-Peel), Kennedy, Maeck, McCague, Mackenzie, Nixon, Norton and Riddell.



MOTOR VEHICLE ACCIDENTS ARE THE FOURTH  
LEADING CAUSE OF DEATH IN ONTARIO

5 MAJOR CAUSES OF DEATH IN ONTARIO - 1974

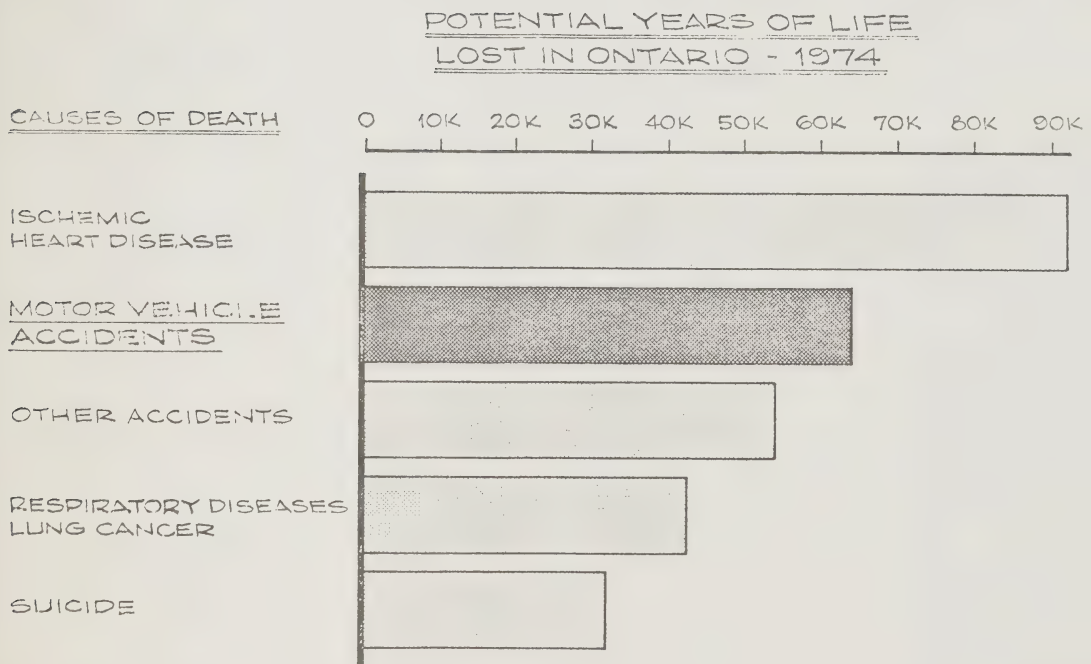


SOURCE - MINISTRY OF TRANSPORTATION & COMMUNICATIONS





BUT MOTOR VEHICLE ACCIDENTS ARE SECOND IN  
LOSS OF POTENTIAL YEARS OF LIFE

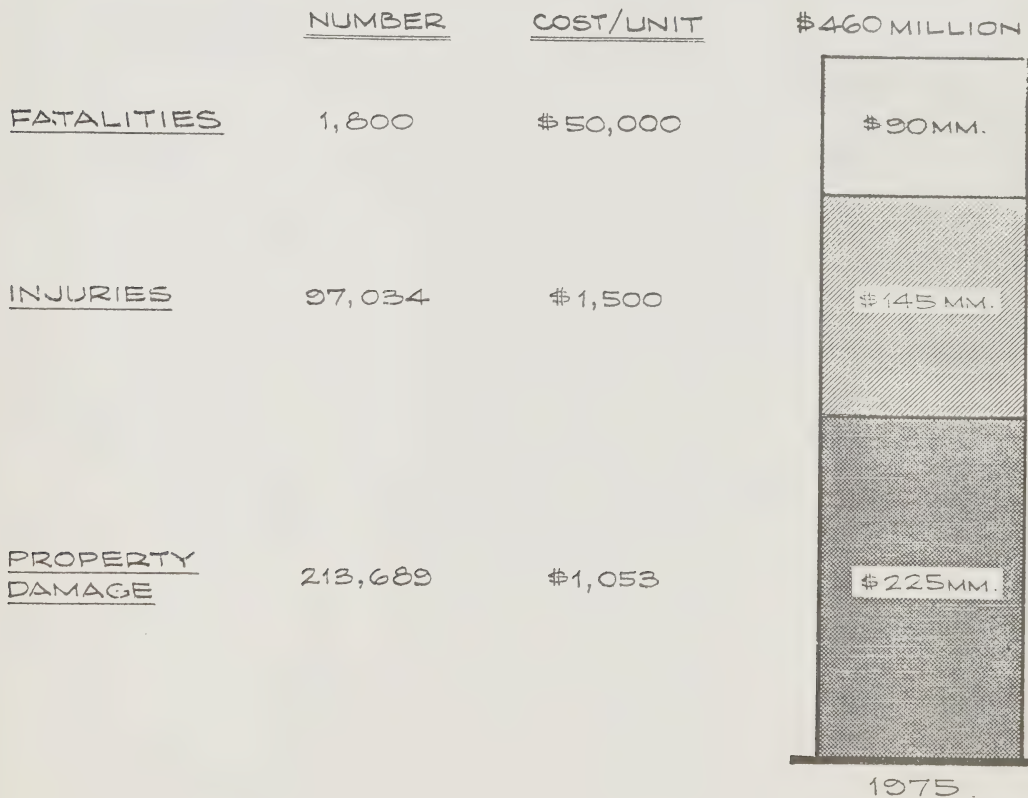


SOURCE - MINISTRY OF TRANSPORTATION & COMMUNICATIONS



MOTOR VEHICLE ACCIDENTS COST THE PEOPLE OF ONTARIO  
NEARLY HALF A BILLION DOLLARS IN 1975

COST OF MOTOR VEHICLE ACCIDENTS, ONTARIO - 1975



SOURCE - MINISTRY OF TRANSPORTATION & COMMUNICATIONS



ADVERTISED PUBLIC HEARINGSFull Committee

July 20th	.....	Barrie
July 21st	.....	London
July 22nd	.....	Windsor
July 26th	.....	Ottawa
July 27th, a.m.	.....	Ottawa
July 27th, p.m.	.....	North Bay
July 28th	.....	Timmins

One Half of  
The Committee

August 23rd	.....	Cornwall
August 24th	.....	Kingston
August 25th	.....	Oshawa
August 26th	.....	Hamilton

The Other Half  
Of the Committee

August 24th	.....	Sault Ste. Marie
August 25th	.....	Thunder Bay
August 26th	.....	Sudbury

Full Committee

September 8th	.....	Toronto
September 9th	.....	Toronto
September 10th	.....	Toronto
October 19th	.....	Kitchener
October 20th	.....	St. Catherines



Professional and Special Interest Groups

Who Made Presentations

Before the Committee

Police Departments - different cities and municipalities  
Ontario Provincial Police - various divisions  
London Health Council, Safety and Accident Prevention Subcommittee  
Drivers' Association of Ontario  
Kent County Federation of Agriculture  
Windsor City Public Works Department  
Essex County Automobile Club  
Windsor Chamber of Commerce  
United Auto Workers, Citizens' Subcommittee  
Canadian Association of Chiefs of Police  
Canadian Medical Association  
Ontario Medical Association  
Ottawa - Carleton Safety Council  
Thousand Islands Motorcycle Club  
Kingston District Chamber of Commerce  
401 Action Group  
Northumbria - Newcastle Board of Education  
CIAG Insurance Company  
School Bus Operators Association  
Canadian Automobile Association  
North York Traffic Tribunal  
Ontario Motor League  
Young Drivers of Canada  
Metropolitan Citizens' Safety Council, Toronto  
Motorcycle and Moped Industry Council  
Canadian Moped Association  
Canadian Vintage Motorcycle Group  
City Cycling Committee, Toronto  
Urban Bikeways Inc., Toronto  
Ontario Trucking Association  
Teamsters, Joint Council No. 52  
Ontario Petroleum Association  
Traffic Injury Research Foundation of Canada  
Ontario Safety League  
St. John's Ambulance  
Insurance Bureau of Canada





Professional and Special Interest Groups

(continued)

Ontario Insurance Agents and Brokers' Association  
Motorvehicle Manufacturers' Association  
Allstate Insurance Company of Canada  
Thunder Bay Chamber of Commerce  
Lakehead Board of Education  
St. Louis Driving School Association of Ontario  
Ontario Safety Council  
Kitchener and Waterloo Labour Council  
Addiction Research Foundation, Hamilton



European Itinerary

September 27th - Arrival, Stockholm

September 28th - Swedish Road Safety Office, Solna

9:45	The Driver
10:30	The Road and Traffic Information
11:30	Law Enforcement
2:00	The Vehicle
4:30	

September 29th - Travel to Linköping, Swedish Road and Traffic Research Institute

en route	Demonstration of police stop check system
1:00	General Information about the Institute
1:15	Presentation of some research projects, factors and statistics
1:30	Presentation of some research projects concerning traffic behaviour, control and education
3:00	Visit to the laboratories - crash demonstrations, work in progress

September 30th - Swedish Vehicle Inspection Company

Detailed demonstration of system  
Question period

October 1st - Experts from Volvo

Discussion of safety plan at Volvo  
Research projects - present and future  
Question period  
Director of the Royal Automobile Club of Sweden - "opposition" viewpoint  
Question period

October 2nd - Arrival in Amsterdam; travel to the Hague

October 3rd - (Sunday) - free day



- October 4th      - Visit to SWOV - Institute for Scientific Research of Traffic Safety in Voorburg (SWOV)
- 10:30      Review of SWOV by Director
  - 11:00      Driver behaviour and education
  - 11:25      Introduction to film on experiments with tires and road surfaces
  - 2:00      Design and classification of roads from viewpoint of driving task analysis
  - 2:25      Seatbelts
  - 2:45      Introduction to film about collisions with stationary and moving obstacles
  - 3:05      Strategies in pedestrian road safety research
  - 3:40      Film, submerging vehicles
  - 4:05      Conclusion
- October 5th      - Visit to TNO, Research Institute for Road Vehicles
- 10:00      Cross-wind sensitivity of automobiles and possible influence of power-steering
  - 10:30      Perception research in connection with traffic safety
  - 11:00      Tour of testing laboratories, including work being done with helmets, seat belts, fuel emission
  - p.m.      Return to the Hague
- October 6th      - Visit to Directorate of Road Safety, Dutch Ministry of Transport - discussion of their newly devised system for traffic policy
- 1:00      Meeting with Mr. Pol de Beer, opposition transport critic, Dutch Parliament
  - p.m.      Arrival in London
- October 7th      - Meetings with English experts in highway safety, not working for government-run centralized road research institute
- 10:00      Dr. Donald Taylor, University of Southampton, Driver Behaviour
  - 11:00      Dr. Ivan Brown, Medical Research Council, Psychology Laboratory, University of Cambridge, Research on Human Performance, Drinking-Driving
  - 2:00      Alistair Risk, University of Salford, Evaluation of Driver Education



3:00 James Laidlaw, University of Nottingham,  
The Driver and the Driving Environment

October 8 - Visit to Traffic Research Laboratory, Crawthorne

10:30 Dr. Barbara Sabey, Director, Accident  
Investigation Division - Urban Safety;  
Drinking-Driving

11:30 Dr. Kemp - Heavy Vehicles Safety

12:00 Dr. Older - Driver Behaviour

2:30 Dr. Shepherd - Driver Education

- Return to London





# ONTARIO CLASSIFIED DRIVER LICENSING SYSTEM

## QUICK CHECK CHART

CLASS OF  
LICENCE

TYPES OF VEHICLES ALLOWED

INTENDED AS A GUIDE ONLY  
FOR OFFICIAL PURPOSES REFER TO THE "ONTARIO HIGHWAY TRAFFIC ACT"MAY ALSO DRIVE  
VEHICLES  
IN CLASSMEDICAL  
GRADE  
CODEMINIMUM  
MEDICAL AND AGE REQUIREMENTS  
FOR CLASS OF LICENCE

ANY TRACTOR-TRAILER OR TRUCK-TRAILER COMBINATION

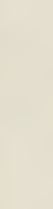
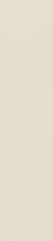
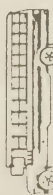
D  
AND  
G

2

SAME AS GRADE 1 EXCEPT HEARING REQUIREMENTS

VISION - ACUITY NO POORER THAN 20/30 IN BETTER EYE AND NO LESS THAN 20/60 IN THE WEAKER EYE  
- HORIZONTAL VISUAL FIELD OF AT LEAST 70 DEGREES IN EACH EYE  
- MINIMUM AGE 18

ANY SCHOOL BUS

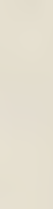
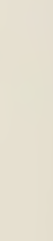
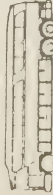
C, D, E, F  
AND  
G

1

HIGHEST MEDICAL REQUIREMENTS

VISION - ACUITY NO POORER THAN 20/30 IN BETTER EYE AND NO LESS THAN 20/60 IN THE WEAKER EYE  
- HORIZONTAL VISUAL FIELD OF AT LEAST 70 DEGREES IN EACH EYE  
- MINIMUM AGE 21

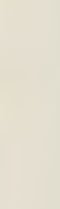
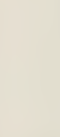
ANY REGULAR BUS

D, F  
AND  
G

1

- SAME AS FOR GRADE 1 ABOVE,  
EXCEPT MINIMUM AGE IS 18.

ANY TRUCK OR COMBINATION PROVIDED THE TOWED VEHICLE IS NOT OVER 10,000 LBS.

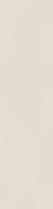
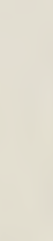


G

3

SAME AS GRADE 1 EXCEPT NO HEARING REQUIREMENT AND NO SUBSEQUENT ANGIOIDIAL INFARCTION OR THROMBOSIS OR RECURRING ANGINA PECTORIS  
- VISION - ACUITY NO POORER THAN 20/30 IN BETTER EYE AND NO LESS THAN 20/60 IN THE WEAKER EYE  
- HORIZONTAL VISUAL FIELD OF AT LEAST 70 DEGREES IN EACH EYE  
- MINIMUM AGE 18

SCHOOL BUS MAXIMUM OF 24 PASSENGER CAPACITY

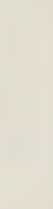
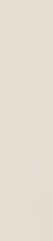
F  
AND  
G

1

HIGHEST MEDICAL REQUIREMENTS

VISION - ACUITY NO POORER THAN 20/30 IN BETTER EYE AND NO LESS THAN 20/60 IN THE WEAKER EYE  
- HORIZONTAL VISUAL FIELD OF AT LEAST 70 DEGREES IN EACH EYE  
- MINIMUM AGE 21

REGULAR BUS MAXIMUM OF 24 PASSENGER CAPACITY AND AMBULANCES

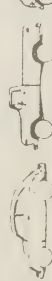


G

1

- SAME AS FOR GRADE 1 ABOVE,  
EXCEPT MINIMUM AGE IS 18.

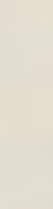
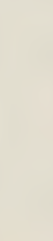
ANY AUTOMOBILE, SMALL TRUCK OR COMBINATION UP TO 18,000 LBS. PROVIDED THE TOWED VEHICLE IS NOT OVER 10,000 LBS.



5

MEDICAL REPORTS NOT REQUIRED EXCEPT WHEN MEDICAL CONDITION PRESENT EACH CASE IS INDIVIDUALLY REVIEWED  
- VISION - ACUITY NO POORER THAN 20/40 IN BETTER EYE  
- HORIZONTAL VISUAL FIELD OF AT LEAST 70 DEGREES  
- MINIMUM AGE 16

MOTORCYCLES



5

- SAME AS FOR GRADE 5 ABOVE -

VALID FOR THE OPERATION OF A CLASS G MOTOR VEHICLE WHEN ACCOMPANIED BY A HOLDER OF A VALID CLASS 'A, B, C, D, E, F OR G' LICENCE, OCCUPYING A SEAT BESIDE THE 'L' LICENCE HOLDER, FOR THE PURPOSE OF GIVING INSTRUCTIONS IN DRIVING THE MOTOR VEHICLE.

5

- SAME AS FOR GRADE 5 ABOVE -

VALID FOR THE OPERATION OF A MOTORCYCLE, UNDER THE FOLLOWING CONDITIONS:

- VALID FOR DAYLIGHT OPERATION ONLY
- NO PASSENGERS ALLOWED
- NOT VALID FOR DRIVING ON CONTROLLED ACCESS HIGHWAYS

5

- SAME AS FOR GRADE 5 ABOVE -

NOTE:

- ANY CLASS OF LICENCE AUTHORIZES OPERATION OF A MOTOR ASSISTED BICYCLE
- CLASS L AND R LICENCES ARE ISSUED MANUALLY
- CLASS DESIGNATORS L AND R WILL NOT APPEAR ON COMPUTER PRODUCED LICENCES
- A PERSON MAY HOLD A SECOND DRIVER'S LICENCE WHERE THE SECOND LICENCE IS A CLASS R LICENCE ISSUED TO PERMIT THE LICENSEE TO OBTAIN EXPERIENCE IN THE DRIVING OF A MOTORCYCLE.

THE PERMISSIBLE COMBINATIONS OF LICENCE CLASSES ARE:

AM BM CM DM EM FM GM  
ABM DE DEM  
AC DF  
ACM DFM



## WITNESSES APPEARING BEFORE

THE COMMITTEE

H.J. Aiken	- Executive Director, Transportation Regulation, Ministry of Transportation and Communications
C. Ainslie	- Manager, Ontario Motor League, Essex County Automobile Club
E.W. Amcs	- Driver Educator, Toronto, Ontario
D.H. Andrew	- Member, Ontario Trucking Association, Vehicle Inspection Committee
S.F. Andrunyk	- General Manager, Ontario Safety League
R. Arndt	- Alma, Ontario
Sergeant H. Artinian	- Niagara Regional Police, Safety and Public Relations Department
Mayor Assef	- Thunder Bay, Ontario
Staff Sergeant Atcheson	- Thunder Bay Police Force
D.J. Aves	- Secretary, Committees, Motor Vehicle Manufacturers' Association
S. Baker	- Century Driving School, Original Professional Drivers Limited, Toronto, Ontario
J.A. Bancroft	- Chairman, Ottawa - Carleton Safety Council
Dr. C.J. Barnes	- Toronto, Ontario
J. Bates	- Director, Motorcycle and Moped Industry Council
B. Bedford	- Vice President, Drivers' Association of Ontario, St. Mary's, Ontario
J.M. Benson	- Chamber of Commerce, Windsor, Ontario
B. Best	- Toronto, Ontario
G. Bohaker	- Ontario Insurance Agents and Brokers Association, Chairman Safety Committee
L. Blanchette	- North Bay, Ontario
T. Book	- Jerseyville, Ontario



Constable F. Bourdan	- Cornwall City Police
J.P. Boyer	- Toronto, Ontario
F. Burr	- M.P.P., Windsor - Riverside
S. Calder	- Chairman, Ontario Trucking Association, Council of Safety Supervisors
H. Caley	- Legal Counsel, Teamsters
E. Carscadden	- Carscadden Bus Lines, Oshawa, Ontario
T. Cavanaugh	- Ottawa, Ontario
S. Cerisano	- North Bay, Ontario
L. Chamberlin	- Larry's Driving School
D. Chambers	- Chamber of Commerce
G.B. Chesney	- Assistant Director of Public Relations, General Motors of Canada Limited
Dr. A.J. Child	- Director of Marketing and Government Affairs, M & T Products of Canada, Canacology Division, Hamilton, Ontario
D. Chitty	- London, Ontario
N.A. Clark	- Assistant General Manager, Motor Vehicle Manufacturers' Association
R.F. Clifford	- Director Field Operations, Volvo Canada Ltd.
R. Clitheroe	- Supervisor of Transportation, Northumbria-Newcastle Board of Education
A.J. Cohoe	- President, Ontario Motor League, Eastern Division
S. Cole	- North York Traffic Tribunal, Commissioner of Traffic, North York
J.H. Cranford	- Insurance Bureau of Canada, Director of Communications
W. Crawford	- Chairman, Insurance Bureau of Canada, Public Relations Committee
Chief D.T. Crosbie	- Bellville, Ontario
Mr. Dee	- Driver Instructor, Excel Driving School, Kingston, Ontario



R. Desjardins	- Traffic Commissioner, City of Hamilton, Ontario
R. Devereux	- Assistant Commissioner, Traffic Division, Ontario Provincial Police
J. Doirn	- City Cycling Committee
B. Duncan	- Ontario Motor League, Barrie, Ontario
Chief K. Duncan	- Gloucester Police Department
Dr. K.M. Edwards	- London Health Council, Director Medical Services, St. Joseph's Hospital, Safety and Accident Prevention Sub - Committee
J.E. Elliot	- Director, Engineering, Quality and Vehicle Safety, Chrysler Canada Ltd.
F. Ellis	- Metropolitan Citizens' Safety Council, Toronto, Ontario
D.W. Farren	- Director, Systems Research Branch, Ministry of Transportation and Communications
H.E. Feasby	- Ontario Petroleum Association, Co-Chairman, Automotive Committee
G. Fournier	- President, Allstate Insurance Companies of Canada
A.W. Fuller	- Manager, Ontario Motor League, Eastern Division
E. Fuller	- Haldemand, Ontario
W. Gargaro	- Manager, Kingston District Chamber of Commerce
H.T. Garry	- Staff Superintendent, Management Division, Ontario Provincial Police
R. Gaskin	- Auto Supervisor, Ontario Motor League, Oshawa, Ontario
Dr. D. Geekie	- Director of Communications, Canadian Medical Association
Dr. W. Ghent	- Chairman, Canadian Medical Association, Committee on Emergency Medical Services
Colonel W. Gibson	- St. John's Ambulance
H.F. Gilbert	- Deputy Minister, Ministry of Transportation and Communications





Dr. C. Godfrey	- M.P.P., Durham West
H. Gordon	- Executive Director, School Bus Operators Association of Ontario
Sergeant J. Gordon	- Ontario Provincial Police, Glengary County
Inspector Gorham	- Ontario Provincial Police, London District Headquarters
A.L. Goutouski	- Milton, Ontario
R.G. Gower	- Director, Licensing and Control Division, Ministry of Transportation and Communications
W.A. Green	- Vehicle Safety Engineer, General Motors of Canada Limited
M. Hadden	- Ministry of Transportation and Communications
R.M. Haggarty	- President, Ontario Trucking Association
L. Hamilton	- London, Ontario
L.O. Hanna	- Kingston, Ontario
Sergeant H. Harmer	- Traffic Division, Waterloo City Police
L. Harris	- Licensed Auto Mechanic, Kingston, Ontario
N. Hart	- Senior Instructor, Motorcycle Training Program, Thousand Island Motorcycle Club, Kingston, Ontario
M.H. Hattin	- Fitness and Standards Engineer, Licensing and Control Division, Ministry of Transportation and Communications
R. Hector	- St. Louis Driving School Association of Ontario
J. Hemmings	- Executive Director, Canadian Moped Association
G. Hession	- Director, Traffic Section of Canada Safety Council
S.P. Hilton	- London, Ontario
Constable Hockins	- Ontario Provincial Police, Whitby Attachment
Constable J. Hodgson	- Niagara Regional Police, Safety and Public Relations Department
D.A. Home	- Executive Director, Oshawa General Hospital
W. Howard	- Howard's Driving School, Toronto, Ontario
R.H. Humphries	- Assistant Deputy Minister, Drivers and Vehicles, Ministry of Transportation and Communications



H. Jensen	- Hamilton, Ontario
A.F. Johnson	- Secretary, Canadian Vintage Motorcycle Group
F. Johnston	- Teamster Joint Council No. 52
Deputy Chief T. Keep	- Thunder Bay Police Force
A. Kirkkainen	- Traffic Manager of Lakehead Board of Education
Constable F. Klein	- Safety Officer of 500 City Police
W. Koehn	- Kitchener and Waterloo Labour Council
D. Konig	- Director, Ontario Trucking Association, Industry and Public Relations Council
R. Lafontaine	- Assistant Commissioner Works and Road Engineering, Windsor City Public Works Department
K.E. Langford	- Kingston, Ontario
J.A. Laudенbach	- Co-Chairman, Ontario Petroleum Association, Automotive Committee
H. Leuteritz	- Chamber of Commerce, Windsor, Ontario
V.L. Lobraico	- Chairman, Ontario Trucking Association
G. Logan	- Traffic Officer, Barrie Police Department
L.P. Lonero	- Research Officer, Systems Research and Development Branch, Ministry of Transportation and Communications
T. Nacu	- Chairman, Safety Committee, Canadian Moped Association
G. Newman	- Teamster Joint Council No. 52
Dr. MacKenzie	- Coroner, Simcoe County, Elmvale, Ontario
Dr. J. MacKenzie	- Chairman, Committee on Accidental Injuries and Member of Canadian Medical Association
G.L. Mackie	- Environmental Control and Vehicle Safety, Ford Motor Company of Canada Limited
Sergeant I. MacKinnon	- Ottawa City Police Department
B. MacMillan	- Executive Director, Motorcycle and Moped Industry Council



T.E. Mahony	- Administrator, Transportation Safety, Ministry of Transportation and Communications
J. Majury	- Inspector, No. 3 District Traffic, Metropolitan Toronto Police Department
J.T. Manley	- Chairman of the Board, Motorcycle and Moped Industry Council
J. Martens	- Automotive Engineering Director, Allstate Insurance Companies of Canada
Sergeant E. Mayne	- Durham Regional Police
J. McCoomb	- Legal Counsel, Ministry of Transportation and Communications
D.P. McCracken	- Safety and Accident Prevention Sub-Committee, London Health Council
E. McEvers	- 401 Action Group
C. McQuire	- Ontario Motor League
R. Miller	- Goulburn Township
B. Milne	- Safety Officer of Thunder Bay
E.W. Minnes	- Member, Automotive Committee, Ontario Petroleum Association
A.U. Oakie	- Canadian Automobile Association
C. Pacquette	- Ottawa, Ontario
G.S. Palmer	- Traffic Safety Manager, Ontario Safety League
J. Pelletier	- Clarence Creek
R.E. Penfold	- Manager of Engineering, International Harvester of Canada
S.F. Phillips	- President, Ontario Insurance Agents and Brokers Association
Staff Sergeant J.W. Pluck	- Windsor City Police
D. Pratt	- Kingston, Ontario



Corporal W. Prosser	- Ontario Provincial Police, Barrie District Headquarters
P. Proulx	- Administration Department, Kingston General Hospital
K.B. Raham	- Chief Product Engineer, American Motors (Canada) Limited
R.L. Robinson	- Fire Chief, Pittsburgh Township
A. Roy	- M.P.P., Ottawa East
G. Roy	- Ontario Safety Council
Chief G.L. Saltmarsh	- Hamilton Fire Department
D.W. Savoie	- Safety Officer, Ontario Motor League, Essex County Auto Club
E. Shea	- CIAG Insurance Co.
Dr. H.M. Simpson	- Research Director, Traffic Injury Research Foundation of Canada
R.E. Simser	- Toronto, Ontario
J.E. Sinclair	- London, Ontario
Traffic Sergeant D. Smith	- Ontario Provincial Police, No. 1 Division, Chatham, Ontario
Inspector Spicher	- Ontario Provincial Police, No. 14 District Headquarters
L. Steele	- Urban Bikeways Inc., Toronto, Ontario
M.I. Stern	- Addiction Research Foundation, Hamilton, Ontario
Dr. H.J. Sullivan	- Director, Emergency Services, Hamilton Civic Hospitals
P. Sullivan	- Ontario Motor League
D. Tate	- President, Driving School Association
C. Thwaites	- Whitby, Ontario
Inspector J. Ure	- Windsor City Police Department
D.T. Veldhuis	- Assistant Canadian Service Manager, Mack Trucks Canada Limited





N. Walker	- Director, Dominion Driver Training School
J. Walsh	- Chrysler Worker, Citizens' Committee
R. Walshaw	- Waterloo, Ontario
O.G. Way	- Arden, Ontario
W. Weaver	- Kent County Federation of Agriculture, Chatham, Ontario
D.T. Williams	- Director, Eastern Region, Young Drivers of Canada, St. Catherines, Ontario
S.C. Wilson	- Acting Director, Road Safety Branch, Transport Canada
K. Windross	- President, Canadian Moped Association



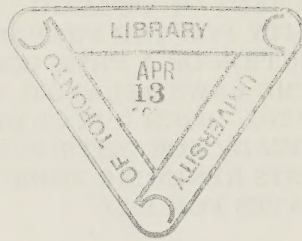
RECOMMENDATIONS

- I THE DATE SET FOR THE PRESENTATION OF THE FINAL REPORT BE EXTENDED TO APRIL 30, 1977
- II THE ONTARIO GOVERNMENT, WITHOUT FURTHER DELAY, MAKE THE WEARING OF AN APPROVED MOTORCYCLE HELMET COMPULSORY FOR ALL MOPED RIDERS
- III THE GOVERNMENT OF ONTARIO TAKE RESPONSIBILITY FOR THE PREPARATION AND DISTRIBUTION OF A FREE DOCUMENT OUTLINING THE LAWS RELATING TO IMPAIRED DRIVING. SUCH A DOCUMENT SHOULD BE READY FOR DISTRIBUTION TO ALL MOTORISTS RENEWING VEHICLE LICENCE PLATES FOR 1977
- IV THE MINISTRY OF TRANSPORTATION AND COMMUNICATIONS BEGIN THE IMPLEMENTATION OF A SYSTEM OF CLASSIFIED DRIVER'S LICENCES IN THE NEXT CALENDAR YEAR
- V THE GOVERNMENT OF ONTARIO DRAFT FOR EARLY PRESENTATION TO THE LEGISLATURE APPROPRIATE LEGISLATION TO IMPOSE A PENALTY AGAINST ANY PERSON WHO LEAVES KEYS IN THE IGNITION LOCK OF AN UN-ATTENDED MOTOR VEHICLE

ACKNOWLEDGEMENT

THE FIRST OF THE TWO VOLUMES  
OF THE FINAL REPORT OF THE  
APRIL 20, 1971

THE SECOND OF THE TWO VOLUMES  
OF THE FINAL REPORT OF THE  
APRIL 20, 1971







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